**Summary:**

The Homelessness Act 2002 requires the local authority to conduct a five-yearly review of recent homelessness trends, covering activities to tackle homelessness, provide temporary accommodation and set out a new prevention strategy.

In response, the Council's review found that during 2012/18 the borough’s level of homelessness and reliance on temporary accommodation climbed to an unprecedented high following the impact of welfare reform and changes in the local housing market, before it began a modest fall from 2017 onwards with the advent of Community Solutions. The number of households in temporary accommodation has also fallen over the last year, as a result of both reductions in new demand and increases in those being found permanent housing solutions.

However, the challenges of alleviating homelessness remain, while numbers in temporary accommodation remain too high. The roll-out of Universal Credit, a lack of local affordable rented properties (especially in the private rented sector), the stark evidence of rough sleeping and fresh demands arising from the Homelessness Reduction Act 2017 compel the Council to arrest the social and financial impact of residents living with no fixed abode. Homelessness is a social, moral, human and financial scar on our community and actions to prevent and reduce it are central to the council’s emerging Inclusive Growth strategy.

Building on progress to date, the strategy seeks to entrench activities already underway in this area, principally led by Community Solutions, while also seeking to be more ambitious in key areas to further improve outcomes over the coming years.

The proposed aims and objectives of the homelessness strategy are to:

- Reduce the incidence of homelessness in the borough through prevention, including new tenancy sustainment, mediation and support activities – aimed at...
creating an exemplar service in tackling homelessness leading to Gold Standard accreditation

- Bring down the number of households in temporary accommodation through a combination of reductions in demand plus securing sustainable long-term housing solutions for clients from a range of sources. In addition, reducing reliance on higher cost, lower quality accommodation (working towards a cost-neutral service).

- Eliminate rough sleeping through increased partnership working and employing a No Second Night model of rapid assessment and rehousing.

Once the strategy is agreed, work will take place between Inclusive Growth and Community Solutions to agree outcome trajectories in relation to homelessness prevention and temporary accommodation. Community Solutions will be commissioned to produce and deliver against an annual homelessness and temporary accommodation reduction plan, showing how it will deliver on these trajectories in a way that is consistent with the strategy.

These proposals sit alongside a number of related pieces of work which together constitute key building blocks of the Council’s approach to pursuing its goals and priorities for housing in the borough – as a core strand of our emerging strategy for Inclusive Growth. In particular, the proposals should be seen as companions to the papers on the allocations policy and the update on the reinvigoration of Reside (plus work under way on housing pathways for vulnerable residents, the update to the HRA business plan and the tenure and size mix of future housing supply in the borough).

Recommendation(s)

The Cabinet is recommended to approve the Homelessness Strategy 2019-2023, setting out the Council’s strategic direction for tackling homelessness, reducing temporary accommodation and eliminating rough sleeping, as at Appendix 1 to the report.

Reason(s)

To assist the Council to achieve its priorities of:
-Empowering People
-Inclusive Growth

1. Introduction and Background

1.1 The Homelessness Act 2002 requires the local authority to conduct a five-yearly review of recent homelessness trends, evaluate prevention activities, plan the procurement of accommodation and subsequently develop a preventative strategy. There is also a specific requirement within the Ministry of Housing’s Code of Guidance on Homelessness to ensure all strategies are refreshed and compliant with the Homelessness Reduction Act 2017 (HRA17).

1.2 The 2012/18 review of homeless trends depicts a borough which transitioned from a relatively low number of homeless approaches and acceptances to a rapid increase in both following the implementation of total benefit caps and Local Housing
Allowance (LHA) freezes. This led to a trajectory of rising evictions, diminished supply of affordable privately rented accommodation and increasing homelessness between 2012 and 2016. The scale of that change has been stark. The reforms and changing local market led to a 37% rise in homeless approaches and a quadrupling of homeless acceptances to 941 by 2015/16. It represented the highest rate of acceptances per 1,000 households in the capital. From 2012 until 2017 roughly half of all households making a homeless application were found to be owed a duty, culminating in the Council having to find emergency and temporary accommodation for 3,964 families. The main causes related to loss of a privately rented property through eviction and exclusion from the family home by parents or others, frequently accounting for 60% of all cases.

1.3 Naturally the rise in homeless acceptances in earlier years paved the way for a burgeoning demand for emergency and temporary accommodation, with total numbers edging towards 2,000 households. Problematically, the continued flow of families into TA dwarfed the modest numbers leaving it. Historically, this caused bottlenecks in the systems, leading to fruitless searches for cheap accommodation in the locality and the procurement of expensive, unsuitable accommodation such as nightly lets all adding to the Council’s cost pressure.

1.4 As a precursor to HRA17, Community Solutions recalibrated the Council’s traditionally reactive approach to tackling homelessness to a proactive early intervention model which seeks to shift resource to resolve issues before they become more complex and costly. This also fosters the client’s personal ownership of problems, assisting them to help themselves resolve the threat of homelessness through a realistic review of housing options and choices.

1.5 The impact of these reforms has led to an evening-out in the number of homeless approaches, and a lower rate of homelessness acceptances. In turn this has reduced numbers entering temporary accommodation (TA). Likewise, the number of households being discharged from TA into permanent housing has increased, resulting in a reduction in overall placements across the TA portfolio.

1.6 However, we are faced with new threats of homelessness. There have been recent spikes in Universal Credit claimants falling into rent and Council Tax arrears, threatening their ability to sustain tenancies. Rough sleeping levels, while low in comparison with our neighbours, are still high when reviewed against historic data. While overall homeless demand is being managed, the new duties of the Homelessness Reduction Act require us to assist all households which are homeless or threatened with homelessness within 56 days, regardless of their priority need or deliberate intention and this has stimulated fresh approaches with high levels claiming the threat of parental exclusion from the home and significant numbers facing the imminent loss of their private rented tenancy. Recent changes to policy by the Home Office have been associated with an upsurge in homeless refugees who have been ejected from asylum quarters without the necessary support into the job market or help finding new accommodation.

1.7 Equally, there are still historically high numbers of people in temporary accommodation with – so far – only a modest increase in the rate of households being moved on into suitable permanent housing. In addition to the human suffering this causes, it also generates a cost pressure for the council. Although homeless households cover most TA costs through rents and housing benefit, the Council still
had to budget this year for £2.6m to subsidise the shortfall in the cost of private sector licensed properties.

1.8 Therefore this new strategy seeks to embed and deepen what we know works well in prevention and in helping people to move people on and out of temporary accommodation, while setting out new activities and proposals which strengthen those services and aim to further address the social, human, moral and financial costs of homelessness.

1.9 Once the strategy is agreed, it will be for Community Solutions to lead the implementation of the homelessness strategy, in collaboration with other council services and external partners. Subject to Cabinet approval, work will take place between Inclusive Growth and Community Solutions to agree outcome trajectories in relation to homelessness prevention and temporary accommodation. Community Solutions will then be commissioned to produce and deliver against an annual homelessness and temporary accommodation reduction plan, showing how it will deliver on these trajectories in a way that is consistent with the strategy.

2. Proposal and Issues

2.1 As required by legislation, the new strategy charts a trajectory for tackling homelessness and finding permanent and sustainable housing solutions for those threatened with the prospect of having no fixed abode.

2.2 The Council will embed and deepen its current overall approach to preventing people from losing their homes and will improve the number of prevention outcomes, so that by 2023 Barking and Dagenham is an exemplar borough in tackling homelessness. It will also accelerate activity to move people out of temporary accommodation into suitable permanent housing, eliminating the most expensive types of TA, reducing the overall portfolio and providing a cost-neutral model for accommodating homeless households. The strategy will also adopt for the first time a proactive policy towards alleviating rough sleeping. While the recorded numbers of street sleepers are consistently very low the Council recognises that it must do more to identify hidden street homelessness and provide an appropriate pathway into safe, secure accommodation for those rough sleeping.

2.3 By 2023 the borough’s strategy aims to have:

- Reduced the incidence of homelessness in the borough through prevention, including new tenancy sustainment, mediation and support activities – aimed at creating an exemplar service in tackling homelessness, leading to Gold Standard accreditation

- Brought down the number of households in temporary accommodation through a combination of reductions in demand plus securing sustainable long-term housing solutions for clients from a range of sources. In addition, reducing reliance on higher cost, lower quality accommodation (working towards a cost-neutral service).

- Eliminated rough sleeping through increased partnership working and employing a No Second Night model of rapid assessment and rehousing.
2.4 **Objective One: Reducing the incidence of homelessness through prevention**

2.4.1 The strategy seeks to develop a service with prevention at the heart of its delivery, with an approach which counters rising levels of housing dispossession through early identification, pre-crisis interventions and personalised planning away from the risk of homelessness. Effective prevention planning will ultimately reduce the social and financial cost to the Council of accommodating thousands of people. The set of activities and approaches adopted in the strategy should dampen down the overall number of homeless approaches, reduce the number of formal homeless acceptances (i.e. duty to be rehoused) and avoid bouts of recurring homelessness.

2.4.2 Our early intervention model is increasingly geared to helping people help themselves by identifying and resolving the root causes of their problems before they become critical. The Community Solutions model crystallises that ethos by incorporating housing, employment, family support and financial advice services working as one to deal with the challenges of clients presenting themselves to the Council. It provides different levels of support throughout a resident’s journey but aims to resolve, prevent and mitigate problems before they escalate.

2.4.3 The strategy highlights a number of targeted pre-crisis interventions we will employ to head-off homelessness. Through the provision of high-quality information and advice, access to mediation services and support in negotiating with landlords we will enable households to retain the roof over their heads; there will also be on offer resilience building tools such as tenancy sustainment and life-skills training.

2.4.4 Each and every client will now be required to sign-up to a personal housing plan requiring those who are homeless or at risk to commit to a series of actions to help prevent their situation or alleviate their homelessness problem (alongside support from the council). For a majority of clients there will be a requirement to partake in life-skills and tenancy sustainment training to ensure that clients have a cogent understanding of managing their tenancies and budgets, making them ‘tenant ready’ for their move into permanent accommodation.

2.4.5 Underpinning our strategy is keeping people in their homes in the first instance – rather than finding expensive emergency accommodation when things go wrong – and this usually begins with identifying clients with money problems as early as possible. Through the Homes & Money Hub we will seek to maximise the income of residents and ensure they are accessing all the benefits to which they are entitled including helping people sustain their tenancies through Discretionary Housing Payments (DHPs), Universal Credit advance payments and support through the Council’s Prevention Fund which helps to top-up small rent shortfalls or clear small arrears. This will be coupled by directing customers to employment, education and skills training support. These are critical elements to ending the cycle of homelessness and poverty and we will continue to help households to find new employment opportunities.

2.4.6 A second link to sustaining tenancies is by preventing rent evictions through our Rent Arrears Eviction Panel; identifying those most likely to be at risk and working with local registered providers to agree new protocols regarding the triggers and measures used to prevent evictions across their 5,000 properties. Equally, making accommodation planning and prevention a core component of the discharging
arrangements of our partners such as the NHS, the probation services, armed forces, the Home Office and care and support teams should see a reduction in the number of clients leaving hospital, care, prison, refugee hostels or the armed forces presenting as homeless.

2.4.7 We also appreciate there is a need for a more robust message on the ‘housing offer’ that is available to local residents. We will dispel the perception that a homeless application is a direct pathway to accessing social housing. With a significant number of recent HRA17 applications claiming parental ejection or exclusion, we will develop direct and clear housing messages, including alerting customers to live statistics on waiting times. This is critical in managing expectations and making people realise that obtaining access to social housing, especially for younger, single residents is a very unlikely prospect and that temporary accommodation is not an attractive option.

2.4.8 In light of the fact that social housing is a remote option for most households, we have begun assisting people threatened with homelessness with a pathway into the private rented sector. Residents will be advised to visit trusted letting agents to find affordable private tenancy options and they can also utilise HomeFinder to locate cheaper properties out of borough.

2.4.9 We aspire to providing a seamless customer journey for our residents. By developing digitally accessible services, the highest quality advice, information and prevention support we will strive to develop an exemplar service in preventing and tackling homelessness and will seek to continuously improve our homeless prevention and alleviation offer to our customers. We hope to achieve Gold Standard accreditation for our housing options functions from the National Practitioner Support Service by 2023. We will start benchmarking against other boroughs in 2019.

2.5 **Objective Two: Reducing TA through sustainable housing solutions and shifting away from lower quality, higher cost accommodation**

2.5.1 The strategy proposes actions to reduce overall TA numbers through prevention and securing sustainable permanent housing solutions through a range of sources; eliminating the use of all high-cost, low-quality accommodation and enabling a cost-neutral temporary accommodation service by 2023 which no longer requires such a significant level of council subsidy. We aspire to a zero-based, self-funded model for temporary accommodation by this milestone and over the coming year further work will be carried out considering all financial variables of the portfolio, aiming for a £300,000 reduction in cost to the service by the end of the first year of the strategy.

2.5.2 Pivotal to providing permanent long-term housing to homeless clients and containing costs is a reduction in the current 1,767 TA numbers and a recalibration of the stock we are currently using. The council is aiming at a cost-neutral temporary accommodation service, including a reduction in its private licensed portfolio as well as improving pathways towards permanent housing in the private rented sector and Reside for as many households as possible.

2.5.3 We aim to reduce the 1,292 private licenced properties in our TA portfolio to a portfolio of just 500 by 2023. Working with existing landlords we aim to convert up to 100 current licence arrangements into sustainable tenancies in 2019 so that the
homelessness duty owed to clients can be successfully discharged. Barking and Dagenham is bidding for Government grant through the Private Rented Sector Access Fund to support this initiative with the anticipation of saving nearly £1 million.

2.5.4 There have been zero placements in B&B over the last year and we have succeeded in reducing the number of households in expensive nightly lets and Houses in Multiple Occupation (HMOs) to just eight. We are pledged to end the use altogether by 2019 and avoid further use of these types of property for temporary accommodation.

2.5.5 We will continue to hold regular proactive case reviews for the households with the most complex needs, who are in the most expensive type of accommodation and have been for long periods. We will accelerate the number of successful move-on cases into appropriate accommodation, generating a saving and eliminating a no longer needed expensive let. We will become more robust in the auditing of TA households to proactively assess clients move-on chances. We aim to inspect 50% of properties annually by 2023.

2.5.6 We will increase the number of Private Rented Sector Offers (PRSOs) we use to discharge our homelessness duty. While we will do our best to source private accommodation in Barking and Dagenham, the Council will discharge its duty with placements outside of London where suitable and affordable accommodation cannot be found locally. Utilising partnerships like Cedar House Solutions, we have provided attractive, affordable relocation offers to residents in places like West Yorkshire, while encouraging households to approach relocation in more affordable areas as a positive means to relieve their homelessness. Implementing our PRSO policy, we will assist the smooth relocation of clients with accompanied viewings where appropriate, tenancy sustainment training and supply a new comprehensive directory of their resettlement area covering transport networks, health and educational services; community facilities and employment and training opportunities.

2.5.7 Cabinet is considering proposed changes to the Council’s allocations policies with the aim of making it easier for working households in the borough to access housing at affordable rents offered by Reside. This aims to make it more possible for working families living in temporary accommodation to access Reside properties.

2.5.8 We are due to deliver additional TA through modular build units at sites at Wivenhoe Road and Weighbridge. These are expected to provide 116 extra units of TA by 2019 and we are looking for sites to deliver further units where feasible. In tandem with that we have recently completed the expansion and refurbishment of new hostel spaces at Boundary Road for residents with complex needs and we will look for further opportunities to develop hostel spaces or utilise current hostel sites with development land potential where it is viable to do so.

2.5.9 The establishment of Capital Letters, a pan-London venture supported by government grant, aims to alleviate the costs to boroughs of providing accommodation. We propose becoming one of the initial partners of the scheme which could save the Council about £160,000 by the second year. Capital Letters will collaboratively procure new properties for TA and the discharge of the homeless duty on behalf of London boroughs supported by government funding. It is intended
to have a deflationary effect on procurement costs and allow a more rational allocation of supply across London. It will also be possible for Barking and Dagenham to secure more PRS and leased properties nearer to the borough, allowing homeless residents the ability to maintain a local connection.

2.5.10 A project has begun, involving services across the Council, to understand the housing offer and pathways for vulnerable households, including those at risk of homelessness. This targets care leavers, older persons, adults with mental health and learning disabilities, substance misusers and victims of domestic abuse. This will report back in the first half of 2019 on the supply and demand issues and analyse the referral routes and protocols into specialist, supported and general needs housing with recommendations on the nature of the overall supported housing offer.

2.6 Objective Three: Ending rough sleeping

2.6.1 We recognise that despite having very low rough sleeping estimates in comparison to most London boroughs, the Council still needs to develop a more proactive response to tackling this issue. In line with the Government’s Rough Sleeping Strategy, we aim to halve street homelessness by 2022 and eradicate it before 2027 through identifying rough sleepers, adopting a No Second Night Out model for alleviating street homelessness and utilising Government funding to support new rough sleeping prevention programmes.

2.6.2 Our only recent numerical understanding of the street population came from the CHAIN project which attempts to estimate rough sleeper populations and suggested that in 2017/18 we had 40 people street sleeping. Our recent resumption of the annual street count found 20 people in night shelters and an additional 9 sleeping outdoors.

2.6.3 However, we believe these numbers to be an underestimate which do not capture hidden homelessness, female homelessness and sofa-surfing. Anecdotal evidence from local partners tackling rough sleeping suggest that the 20-night shelter beds are always run to capacity all year round and charities based in Vicarage Fields which provide meals for 150 people per week had an estimated 86 people directing their post for collection suggesting they had no fixed abode.

2.6.4 In response we have set aside £50,000 of funding to resource an officer who can help co-ordinate our links and working with outreach, support services, shelters and the voluntary sector to alleviate rough-sleeping in Barking and Dagenham. Our strategy aims to halve rough sleeping in the borough by 2020 and eliminate it by 2023.

2.6.5 Working with partners we will reinstate the annual Street Count to monitor rough sleeper numbers across the borough as well as routine shifts, where resources allow, to assess and assist roofless individuals in hotspots around Barking Town Centre, the Abbey and the Heathway. This will provide a far more accurate identification of the levels of street sleeping in the borough than anything other measure we have used to date.

2.6.6 Working with partners, we will introduce a No Second Night Out model of service delivery for rough sleepers ensuring that anyone sleeping on the streets for the first
time is prevented from sleeping out for a second night and that nobody has to bed
down outdoors in freezing conditions during the winter. It aims to provide a rapid
response to new rough sleeping, based on better intelligence and public awareness;
link those who migrate to Barking and Dagenham back into services where their
local connection means they are most likely to sustain a life away from the streets;
provide a single offer based on the assessment of each individual’s needs, which
means no-one need spend a second night out on the streets. This will require the
Council to proactively identify new rough sleepers on a regular basis and utilise
existing assessment and housing hubs through East London Housing Partnership
sub-regional arrangements

2.6.7 We will continue to bid, including jointly with the East London Housing Partnership,
for government funding emanating from the Government’s Rough Sleeper’s
Strategy 2018. We will continue to explore with partners how we can deliver some
permanent accommodation for people straight from the street – an unconditional
offer of independent housing alongside intensive support for street homeless people
with multiple and complex needs.

3. Options Appraisal

3.1 The production of a homelessness strategy is a statutory requirement which has
been subsequently reinforced by the homelessness guidance for local authorities
issued by the Ministry of Housing, Communities and Local Government. In
December 2018 the Secretary of State requested that all councils produce a
homelessness and rough sleepers’ strategy by the winter of 2019.

3.2 Not to produce such a strategy would make the authority non-compliant with
legislation and ministerial guidance, prevent it from seeking Gold Standard
accreditation for best practice and may have an adverse impact on future bids for
government funding to prevent and tackle homelessness.

4. Consultation

4.1 The draft strategy received significant input from teams within the Council and
organisations involved in delivering services used by homeless people. These
included Community Solutions, Inclusive Growth, Care & Support, Enforcement
Services, My Place, Be First, Elevate, the East London Housing Partnership and
local voluntary sector organisations and homeless charities as well as a
homelessness strategy workshop in April 2018.

4.2 Public consultation on the draft strategy will begin on 28 January inviting comment
and responses from the general public, interested parties, housing providers,
voluntary sector groups and the clinical commissioning group by 11 March 2019.
The public response page will be found on Barking and Dagenham’s consultation
portal. Invitation for comment will also be found on the Council’s Facebook page
and Twitter feed as well as through the e-newsletter, One Borough.
5. **Financial Implications**

Implications completed by: Geetha Blood, Interim Group Manager, Finance

5.1 A full financial assessment will need to be undertaken alongside the development of the Homelessness Strategy 2019/23.

5.2 The direct homelessness budgets are Temporary Accommodation and hostels and these are currently projecting to spend in line with budget in the current financial year. However, there is a risk to this position, due to the demand led nature of this service. Demand over recent months has been steadily increasing and is likely to be further exacerbated by ongoing Welfare Reforms and cuts in funding.

5.3 The primary risks to the homelessness budgets are the required level of income currently not generated from hostels due to voids. Significant savings are expected to be delivered through a reduction in temporary accommodation placements. The service currently employs a mix of Private Sector Landlord properties, nightly lets, Council hostels and short-life dwellings on Council estates decanted for regeneration in order to meet current demands.

5.4 Temporary accommodation (excluding hostels) currently costs around £18.8m per annum for 2018/19. The £2.67m net budget for TA is required to cover the shortfall in rent and housing benefit, but there is a recognition that the TA portfolio is due an overall review. Hence, Community Solutions has an ambitious target to make the portfolio cost-neutral by 2023 by reducing the number of expensive nightly lets, HMOs and reducing the number of privately licensed properties.

5.5 The actions that are in place will hopefully ensure that the levels of expenditure incurred on temporary accommodation remain within budget going forward into 2019/20 and thereafter. This projection, however, needs to be viewed in the context of the increases in homelessness numbers that are being experienced nationally and there are clear risks to the position that is currently being projected.

6. **Legal Implications**

Implications completed by: Martin Hall, Housing Solicitor/Team Leader, Legal Services

6.1 There are no direct legal implications arising from the principles of the draft homelessness strategy. In accordance with the Ministry of Housing, Communities and Local Government’s Homelessness Code of Guidance for Local Authorities 2018 it is compliant with the new duties of the Homelessness Reduction Act 2017.

7. **Other Implications**

7.1 **Risk Management Issues** - There are no risk management implications at this stage of the consultation.

7.2 **Contractual Issues** - Where the paper indicates a procurement or contractual solution this will be delivered with best practice and in consultation with corporate procurement services.
7.3 **Staffing Issues** - Any staffing related implications arising from this strategy will be dealt with through the policies, procedures and consultative processes agreed between the Council and the trade unions.

7.4 **Corporate Policy and Equality Impact** - The strategy seeks to build upon the vision of the Borough Manifesto, the Corporate Plan and the service ambitions of Community Solutions as set out in Chapter 2 of the main document.

Overall it seeks to deliver integrated services at first contact for homeless residents and draws on ways to improve the work of the Council in preparing links, pathways and referrals between support services to prevent homelessness in the first place or minimise its impact when it happens. Developing an efficient seamless, multi-agency approach to homelessness has been a key driver of national and regional policy which encourages the design of locally integrated services which tackle the root causes of homelessness such as health inequalities, troubled families and improving access to employment.

The homelessness review in Appendix 1 and the initial equalities impact assessment in Appendix 2 capture some of the data in relation to the protected characteristics.

7.5 **Safeguarding Adults and Children** - In consultation with Care and Support teams dealing with mental health, people without recourse to public funds, looked after children and leaving care teams the review and draft strategy outlines support for vulnerable households and individuals and look to improve outcomes for those at risk of homelessness.

7.6 **Health Issues** - Homelessness is a key indicator in the JSNA’s annual assessment of future health and social needs of the population and includes recommendations for public policy commissioners on strategic outcomes in reducing homelessness. This is reflected in the Homelessness Review and strategy.

Housing and homelessness are recognised as determinants of public health and critical to increasing the life expectancy of people living in Barking and Dagenham. The Homelessness Review and draft strategy links in with the health and wellbeing pledges to close the gap in life expectancy and to improve health and social care outcomes through integrated services.

7.7 **Crime and Disorder Issues** - The homelessness review examines the relationship between certain client groups at risk of being homeless, current support services and crime and disorder issues. In particular it looks at victims of domestic violence and the role of the Sanctuary scheme; the impact of rough sleeping; ex-offenders and those suffering from substance and alcohol misuse.

7.8 **Property / Asset Issues** - The draft looks at the Council’s use of accommodation, stock and assets and suggests ways in which to utilise them better as part of a more innovative approach to relieving homelessness.

**Public Background Papers Used in the Preparation of the Report:** None

**List of appendices:**
- Appendix 1 - Homelessness Strategy 2019-2023